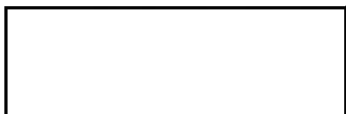


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29 March 1967

MEMORANDUM FOR: Comptroller/DDS&T

SUBJECT : Critique of FY 1969-1973 Program Call Preparation

I. Preparation and Submission

A. PFB Guidelines

1. Ambiguous:

The instructions received in the Program Call booklet were not clear to us or to the offices. The wording was confusing and the format they prescribed was easily misunderstood.

2. Verbal guidance was confusing:

Advice received from individuals varied from person to person and from time to time. Much of this stemmed from the lack of clear direction in the Program Call booklet.

B. Planning, Programming and Direction

1. Insufficient, confusing:

It became obvious as due dates came and passed that direction from this office was not sufficient, liaison was not close enough. Evidently we were not sufficiently specific in our instructions. This can be blamed on the relative inexperience of P&P personnel, confusion caused by the ambiguity of the Program Call booklet and by our being forced to deal with a variety of people in each office, rather than one person specifically tasked with the job.

2. Time phasing proved unrealistic:

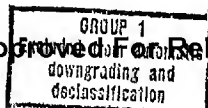
While some of the offices were able to meet the established deadlines, others were unable to get their submissions in on time. It became quite obvious that this exercise was more difficult for some offices than it was for others. At any rate a longer lead time for submission of the draft must be established.

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NRO review(s) completed.



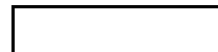
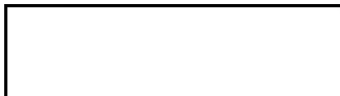
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3. Sufficient formatting or organization was lacking:

With one exception, all of the office submissions had to be rewritten before they could be incorporated as part of the narrative summary. Perhaps this could have been avoided if our instructions had included an extensive, detailed "fill in the spaces" format. Closer liaison during the preparation of the draft could also have been helpful, if we had known who was running the show.

4. The requirement for spelling out manpower and funding increases was not understood:

Without exception the office drafts lacked the complete "why and when" to justify requested increases. The booklet was clear on this point and we stressed it in our Progress Meetings. Evidently we didn't get through with sufficient impact. Here again a "fill in the blanks" format may be the answer.

C. Office Submissions

1. Centralization or leadership was lacking:

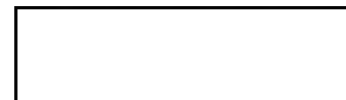
In several instances a different individual from a particular office attended each Progress Meeting. When an answer was needed from an office, the buck was passed two or three times. No single person was tasked with preparing and writing the draft. It was a confused, piece-meal effort.

2. Time phasing was ignored and submission deadlines missed:

Three of the offices were late in handing in their drafts (ORD, OEL, and OSP) and one ran $3\frac{1}{2}$ weeks late in getting an acceptable draft into this office. Constant liaison was maintained with these offices and much of the final submission was written or adjusted here in P&P. One office was also $3\frac{1}{2}$ weeks late in submitting their list of objectives.

3. Format outlined by PPB was not adhered to:

Only three of the seven offices submitted their drafts in the format required by PPB (OCS, OSI, and FMSAC). The others had to be rearranged, rewritten and/or augmented to make them acceptable.



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4. The NRO Annex was not submitted or was not adequate:

One office failed to submit an NRO Annex (as required by the Program Call booklet) and the others had to be reworked before they could be included in the DDS&T submission.

5. Funding limitations were ignored:

The Program Call booklet states that personnel costs will be held to 1% over FY 68 and all other costs to 3.5% over FY 68. In most instances these guidelines were ignored by the offices and a great deal of refiguring and consultation was necessary to get them down to a figure near this percentage. The general attitude seemed to be that the office was going to get cut no matter what their estimates amounted to, so they felt they had to come in with estimates on the high side to wind up with what they believe they need in the applicable years.

6. PPB requirement for a 3% below FY 66 estimate was ignored:

The Program Call booklet required the submission of an estimate of where cuts would be absorbed if the Agency were required to operate with an FY 69 budget 3% below FY 68. Only two of our seven offices addressed themselves to this requirement. The other five had to be prodded repeatedly for the information.

7. Unintelligible wording:

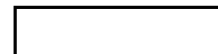
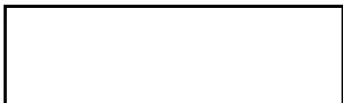
Several of the drafts were, in part, worded in technical terminology that was beyond the realm of understanding of the layman reader. Others were ambiguous, overly wordy, or included unexplained abbreviations and code names.

8. Fund and manpower increases were not identified or justified:

Over and above ignoring the 1%-3% limitations listed in 5 above, the offices listed increases in personnel and money in their summary sheets and made little or no mention of them in their narrative. It was necessary for us to dig these out to complete our DDS&T submission. In some cases we found there was no justification and, therefore, spaces and funds were reduced.

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II. Proposed Improvements

A. By P&P

1. Try to sell the "Program" format to PPB:

This year's CPC was based upon categories, sub-categories and elements to group homogenous functions. This has been difficult to live with in that our (DDS&T's) efforts are centered around operational programs (Corona, [redacted] Idealist, [redacted] IPRD, etc.). We propose to sell PPB on using the "Program" approach, whereby, all costs and manpower for a particular program from research through development and operation would be carried together. This is the way the program is handled in actuality and to break up by its various areas of progress into several "categories" is unrealistic.

2. Try to convince PPB to use a separate entry for "Office Support":

Under the existing guidelines the Director of an office and his staff are carried in the largest functional element within the office's realm of activity. We will propose that they be carried in the "Program Wide" category as the DDS&T and his staff are currently handled. This would allow a more honest and accurate tabulation of requirements.

3. Devise a clear-cut, precise format:

We are considering developing and distributing a complete, definitive, precise form or set of forms to be filled out by the offices in next year's submission. This is the "spoon-fed" or "fill-in-the-blanks" approach and it may hamper individuality at the office level. It is necessary for us to forward a single, all inclusive submission for DDS&T, and our crying need is for uniformity in the office drafts. We can minimize our editing and rewriting effort by assuring that similar and complete information is received from all seven offices.

4. Establish and maintain closer liaison with the offices:

Prior to the next Program Call, we will establish a close association and understanding with each Office Director and the person or people he has designated to accomplish the CPC draft for

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the office (see par. II,B,1, below). During the period of the Call, we will "live" with the program officers and assure that correct, adequate and timely information is received.

5. Establish more realistic time phasing:

By experience, we now have a better knowledge of the time span required by each of the offices to accomplish their CPC draft. We will be governed by the timing of PPB in this matter, but we hope we will be able to time phase our requirements to allow the offices an adequate period for each aspect of the preparation of the draft. We will allow ourselves adequate time for any rewrite or correction that might be necessary.

6. Presentation to Deputy Director:

We will schedule a presentation by each office of its requirements to the DDS&T prior to the final draft of the CPC. We will advise the offices of the format and graphics to be employed so that the Deputy Director receives a briefing similar in format from each office and has a better basis for comparison and decision making. These meetings will have to be held several weeks before the CPC is due.

7. Requirement for periodic program review:

We feel that much of the urgency and tension that accompanied the FY 69-73 CPC could be avoided if the information contained therein could be updated and projected during the period prior to the next submission. If large spread sheets or display boards enumerating summary sheet information and succinct explanations of changes were made up, it could be reviewed periodically and development of the CPC draft would be simplified. Review could occur quarterly, as a suggestion. Perhaps it could be presented to the DDS&T concurrent with the Quarterly Contract Forecast.

B. By the Offices

1. Appoint a program officer:

Each Office Director should appoint an individual as his programming officer on either a full-time or part-time basis. If the appointment is on a part-time basis, it should be understood that programming is to be his primary responsibility during the period

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of the CPC. The programming officer would be the focal point of CPC activity and the only person P&P would contact on Program Call matters.

2. Close adherence to format and due dates:

Office Directors should be instructed by the ADD/S&T to take necessary steps to assure meeting due dates on submission of objectives, drafts, etc. One of the excuses heard most often this year was that the Division Chiefs were too busy to get their inputs in to the person responsible for preparation of the Call. The job was not deemed very important. Only the full backing of the Office Directors can overcome this apathy.

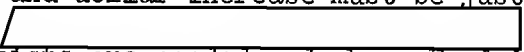
3. Office direction must be impressed with the importance of the CPC:

The DD/S&T should impress upon each of the Directors that the future of his office hangs on the reliability and acceptability of his CPC. A poorly pleaded case for monetary or position increases can be costly in that it may not make it up the ladder to BOB. If the Office Director is not imbued with the imperative nature of this document, we cannot expect him to reflect an air of urgency to his subordinates.

4. A close watch must be maintained over narrative style:

Technical language used in the CPC may be completely understood and acceptable within the office, but it may also be over the heads of the layment who are to work with the document. Editing and rewriting becomes difficult and if it is left in, it may defeat the Director's purpose. Drafts must be carefully monitored to assure jargon, technical language, unexplained abbreviations, and code names of an uncommon nature are avoided or explained. Word stuffing, in hopes of selling a program by volume rather than quality of text, can also defeat the purpose and must be avoided.

5. Full justification must be accomplished:

Every position and dollar increase must be justified. It will not suffice to say  we must know what kind of scientists are needed and why. Fund increases must be explained to illustrate what is to be accomplished by their

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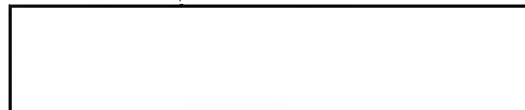
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expenditure. Much of this had to be worked up after the drafts were submitted in this year's Program Call. Closer liaison and more effective instructions should aid in correcting this deficiency next year, but the programmers in the offices must work on it.



Chief
Plans and Programs Branch

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